



ROSEBUD BATTLEFIELD STATE PARK

BIG HORN COUNTY, MONTANA

Draft Management Plan – October 2007



**Montana Fish,
Wildlife & Parks**

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Draft Management Plan

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For
Montana Fish, Wildlife & Parks
Parks Division

Table of Contents

Acknowledgements	1
Volunteer Advisory Committee.....	1
Consultant Team.....	1
Executive Summary	2
Rosebud Battlefield State Park Mission Statement	4
Rosebud Battlefield State Park Vision Statement	4
Introduction.....	5
Park History	5
Historic and Military Value	6
Cultural and Archeological Values	7
Open Space and Natural Values	8
Recreation and Aesthetic Values	8
Agricultural Values	8
Threats to Rosebud Battlefield	9
Mineral and Energy Development	9
Unregulated Commercial Use	10
Public Access.....	10
Battlefield Sites on Private Land	11
Plan Goals and Methodology	12
Methodology	12
Volunteer Advisory Committee.....	12
Town Hall Meetings.....	13
Focus Groups	14
Surveys	14
Other Comment Opportunities	14
Topic Statements, Goals and Objectives	15
#1 Cultural and Historic Resources	15
#2 Recreation Management	18
#3 Natural Resource Management	19
#4 Interpretation and Education	21
#5 Visitor Services and Facilities.....	24

#6 Financial and Human Resources	26
#7 Park Promotion and Visitation	27
APPENDIX	29
Orientation Map.....	A
Proposed Park Use Areas.....	B

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Executive Summary

The Rosebud Battlefield State Park Draft Management Plan is a result of over a year's worth of public input, education and assessment of management areas unique to this State Park. In June of 2003, an interim management strategy was adopted by Montana Fish, Wildlife and Parks (FWP) in order to protect the existing and potential values of the Park. Rosebud Battlefield State Park was listed on the National Register of Historic Places in 1972. The National Park Service nominated the Park and certain surrounding lands for the National Historic Landmark designation in 2005. Additional public review and input to the designation process has been sought through this management planning process.

The history of the Rosebud Battle is linked closely to other regional state parks, national parks, museums and historic events. Bighorn County in Montana and Sheridan County in Wyoming are interested in how the park can influence tourism and the local economy. Local ranchers, via a lease agreement with FWP, have used the park for grazing in the past. Currently, some authorized and unauthorized commercial use occurs in the park. The park is also a resource for recreationists who participate in hunting, hiking, bird watching, photography and sight-seeing.

Historic preservationists are concerned with looting and deterioration of cultural remains. Archeologists would like to conduct additional research to determine the age of prehistoric sites and to learn the details of the 1876 battle. The U.S. Armed Forces visit the battle site annually to study warfare tactics. In addition, descendents of the Kolbold family who homesteaded the land are interested in the future of the park as well.

The Rosebud Battlefield is significant to many Native American tribes. The distance between the current Native American homelands and the Rosebud Battlefield preclude frequent visits for many, but their interest is keen. The Lakota bands and nearby Northern Cheyenne tribes represent most of the warriors fighting General Crook in 1876.

The Crow assisted General Crook in the Rosebud Battle and currently own adjacent land and mineral rights under the park. A portion of the park falls within the exterior boundary of the Crow Reservation. The Eastern Shoshone also served as scouts for General Crook. Other tribes had warriors who participated in the battle. The future of this ancestral burial ground and historic landscape is important to all.

As the site continues to receive regional and national recognition, visitation will likely increase. Expectations for visitor services will also increase as will the need to protect cultural resources.

Since its ownership in 1978, FWP has maintained the site with minimal development and management presence. This strategy, along with budget and staffing constraints within the entire Montana State Parks system, has precluded any major efforts toward developing at the Park. The site currently has a small interpretative area to explain the major points of the battle, along with a brochure that incorporates a map of the battle. Until substantial public input could be collected, no efforts have been made to expand interpretation at the site until a formal management plan is complete.

In the fall of 2006, FWP began the process of developing a formal management plan. The process was to solicit and incorporate feedback from the public regarding the future of Rosebud Battlefield State Park. In addition to public meetings, focus groups and general comments, a volunteer advisory committee (VAC) was formed to identify concerns, brainstorm solutions and develop recommendations for FWP.

This committee worked throughout the following year to redefine the Park's mission and vision. They were tasked with identifying and providing solutions to seven areas of management concern:

- Cultural and Historic Resources
- Recreation Management
- Natural Resource Management
- Interpretation and Education
- Visitor Services and Facilities
- Financial and Human Resources
- Park Promotion and Visitation

Each area of management concern begins with a topic statement that defines its present situation and acknowledgement of areas of improvement. Each area is defined with goals that have been developed through the process, and goals marked with an asterisk (*) indicate those that the VAC indicated should be of priority implementation. Each goal contains a series of objectives that are important steps to achieving that goal. Each area has been reviewed by the VAC with feedback from the public to ensure that each goal will contribute to the mission and vision of Rosebud Battlefield State Park.

The FWP and the VAC will review and consider comments submitted on this draft management plan in December 2007 and revise this document accordingly. FWP will have one final opportunity to review the recommendations and possibly revise prior to final adoption of the plan. The public will be notified of any changes when the plan is finally approved through Fish, Wildlife and Parks.

Implementation of the plan will be dependent upon many factors including future research, funding, staffing, environmental impacts and partnerships. When

implementing components of the plan, an environmental assessment (EA) according to Montana Code. FWP will work with the public to develop appropriate alternatives such as trail plans and interpretation. During the environmental assessment process, a public review period is required. Through the EA process, the public will have the opportunity to review more finalized details and provide additional comment into the changes that will form Rosebud Battlefield State Park.

It is the desire of FWP that through the implementation of this management plan, additional correspondence with the public and interested stakeholders will further the understanding of the opportunities and constraints when managing a cultural park.

Rosebud Battlefield State Park Mission Statement

The mission of Rosebud Battlefield State Park is to conserve and protect the archeological, historic, natural, pre-historic, recreational, and scenic resources of the Park for people's use and understanding thereby contributing to the quality of life for all people in perpetuity.

Rosebud Battlefield State Park Vision Statement

The Rosebud Battlefield State Park has a unique, evolving story. The vision of the Park is to offer a sense of wonder and discovery for visitors while effectively and sensitively interpreting and managing the site for public use. Visitors will be able to experience the culture, history, beauty, and sense of solitude that remains at the Rosebud. The Battle is the premier reason for this Park and management efforts shall support the balance of landscape conservation and visitor enlightenment through two major components:

Stewardship of the Park

The Park will balance site conservation with visitor facilities, educational opportunities, and recreational activities to maintain healthy natural resources and to protect cultural resources. Management efforts will focus on protecting critical view sheds and subsurface lands through low impact development that draws visitors to the Battlefield.

Education and Interpretation

Education and interpretation will be enhanced through a variety of methods and media that will include information on the Park's cultural, historical, natural and archaeological resources. The story of the Park, though centered on the Battle, continues to be revealed, from pre-historic times through present day. For each faction of time, unique and fascinating people, events, landscapes and artifacts have contributed to the Park's history. Interpreting the stories, sites, people, and traditions from a wide range of perspectives will provide visitors with a greater understanding of what happened and how these events are interconnected through time. This appreciation will strengthen and deepen each visitor's sense of place and ownership in the park.

Introduction

Park History

The Battle of Rosebud Creek took place on June 17, 1876 at the mouth of Kollmar Creek, a tributary to the Upper Rosebud. Brigadier General George Crook moved north with a column of about 1,300 cavalry, infantry, Native American scouts, packers and miners from Ft. Fetterman, Wyoming Territory while Colonel John Gibbon, Ft. Ellis, Montana Territory and Brigadier General Alfred H. Terry, Ft. Lincoln, Dakota Territory moved from the northwest and east, respectively. The objective of this operation was to locate elements of the Sioux and Northern Cheyenne Nations who the U.S. government viewed as violating a proclamation requiring all Native Americans to settle on reservations. Key tribal leaders at this time were Sitting Bull and Crazy Horse.

Crook stopped the morning march up the Rosebud at Kollmar Creek and sent his Crow and Shoshone scouts out to locate Crazy Horse's camp, which they believed to be very close. Crazy Horse made a decision sometime on the night of June 16 to interdict Crook's move and attack him with a large force of riders. Never before in the history of American Plains fighting, had such a force engaged the forces of the United States (National Historic Register Form, 1972).



Crook's scouts were engaged by Crazy Horse's forces and rode swiftly back to Rosebud Creek, followed closely by the tribal forces. A fight involving all of Crook's forces and about half of Crazy Horse's lasted for about six hours. Both sides endured casualties and eventually broke contact. Crook sized things up and returned to Camp Cloud Peak on Goose Creek, Wyoming Territory and stayed there until August, with no word of this engagement shared with Gibbon and Terry. Crazy Horse moved his camp and joined up with Sitting Bull on the Little Big Horn River, Montana.

Eight days later, George Armstrong Custer, in command of the 7th Cavalry, attached to Terry's column, located a huge Native American camp, possibly 7,000 strong, on the Little Big Horn. He attacked immediately upon discovery, against his specific orders, which were to contact Terry and wait for a coordinated action by the entire command. That portion of the 7th Cavalry under Custer's direct command was totally wiped out that day, causing a national uproar.

The site of the Rosebud battle was owned and ranched by Elmer "Slim" Kobold for over forty years before the land was designated a state park in 1978. In the 1960's and early 1970's, pressure to extract coal from the area near Decker, Montana and under



the Rosebud Battlefield, where significant coal reserves exist, induced Mr. Kobold to work at preserving and protecting the Battle of the Rosebud site for future generations. He led many interested people on tours of the area, explaining the course of the battle, showing significant archeological spots, studying and cataloging artifacts, and preserving Native American art. In 1972, with the aid of FWP, he gained designation for the land in the National Register of Historical Places¹. Inclusion in the Registry affords protections from actions by the Federal Government or its agencies even though it does not alter private ownership rights. As a result of Kobold's preservation efforts, Rosebud Battlefield State Park was acquired by FWP in 1978 utilizing Coal Tax Fund monies by direction of the Montana State Legislature.

Today, the park is a multiple-use area covering 3,052 acres of public land, which is almost exclusively surrounded by private lands. The exception is lands owned by the Montana Department of Natural Resources and Conservation (DNRC). The park provides opportunities to visit historic and archeological sites as well as the opportunity to hike, horseback ride and hunt during the open seasons. Grazing by cattle has also been allowed for several years, with payment to the State. Many people come to Rosebud Battlefield to remember the ways of the past and to pay tribute to those who died there.

Historic and Military Value

The 3,052 acres owned by the State of Montana, holds a large number of sites of the 1876 engagement. Overall, the character of the site today looks as it did in 1876. Several other significant battle sites are located on private lands near the Park. An Area of Management Concern (AMC) has been established in conjunction with the Bureau of Land Management to include all sites involved in the battle, and the view-shed with RBBF being the center. This area totals over 11,000 acres.

The Battlefield is revered by several segments of American society as a place where blood was shed and spirits live. A common grave of ten U.S. troopers exists on an unknown site in the area. Crook in his haste to depart, had the entire column ride over the grave to mask its location. The number of Native American casualties is not known. There is some assumption that graves from fallen Sioux and Cheyenne riders are on the property. After action reports from Crook's officers do cite locating a wounded Cheyenne warrior when they left the area (Vaughn, 1956). To this day, medicine offerings to the Native dead can be located in the Ponderosa Pine tree stands throughout the Park.

¹The National Historic Preservation Act provides for listing to the National Register of Historical Places. Protections offered under NHPA include a required review before any action can be taken by any Federal Agency when Federal permits are required on a project. This includes leasing of Federal mineral rights and oil and gas rights. Sections 106 and 110 of NHPA outline these reviews.

The U.S. Armed Forces utilize the Rosebud Battlefield to study fighting of irregular forces in undeveloped terrain. A U.S. Command and General Staff College Professor, from Fort Leavenworth, Kansas, characterized the Rosebud as “absolutely unique” in the opportunities that the current landscape provides to assess leadership, intelligence, logistics and communications.

In addition to the military history, the site represents Montana’s homestead heritage as evidenced by the Kolbold house, Kollmar homestead site and Kollmar grave site. This site provides opportunities for interpretive programming about the homestead era in Montana.

Cultural and Archeological Values

Native Americans, particularly the Northern Cheyenne, honor the battlefield area. The site holds religious significance. Native Americans utilize the area for religious practices illustrated by medicine fetishes tied to trees throughout the battlefield.

A buffalo jump is located north of the park entrance. Dr. George Frison, University of Wyoming Archeological Department, dug this jump in 1970, and dated it as far back as 3000 B.C (Frison, 1970). This was the first confirmed site of buffalo jumping activity by native peoples during this time. Dr. Frison categorized the jump as an important site and advised further work on this site to utilize updated, advanced dating techniques (pers. comm, 2003). Petroglyphs exist on the sandstone walls above the impact and butchering areas near the jump. In addition, the site contains eagle catch sites and vision quest sites.



The Department commissioned an archeological reconnaissance of the entire AMC in 1981. This study identified 45 Smithsonian registered sites, 21 within the Park boundary. In total, the park has 66 Smithsonian registered archeological sites on the state owned property. One hundred and one sites were recorded in the rest of the AMC area. The area in and around Rosebud has one of the highest historical heritage site densities related to that era in all of Montana. When added to the historical sites of the Battle, the buffalo jump, evidence of the homestead era of Montana, and Native American cultural concerns, the Rosebud Battlefield offers “public interpretive potential unmatched on any other Parks Division property” (Rosebud Archeological Survey, 1981). Although some archeological work has been done, all has been preliminary in stature and much of the prehistoric, pre-archaic, and modern historical finds have yet to be investigated properly.

The American Battlefield Protection Program provided a grant and FWP contributed matching funds for the Montana Preservation Alliance (MPA) to compile existing research on the Park and battlefield lands. MPA interviewed area families and the Northern Cheyenne to gain an understanding of the area’s history and cultural

importance. MPA also recommended ways to preserve the cultural resources, many of which are incorporated into this draft management plan.

Open Space and Natural Values



Rosebud Battlefield State Park provides public access to 3,052 acres of open space surrounded by private land, DNRC lands and the Crow Indian Reservation. Public access to lands in Southeastern and South Central Montana, as well as Northeastern Wyoming, is becoming increasingly rare and valuable. The public access opportunity that the Park provides is highly valued by many people through out the area. Rosebud Battlefield State Park also provides habitat for a variety of animals and is dedicated to preserving natural prairie grasslands.

Recreation and Aesthetic Values

The Park lands and habitat offer a variety of recreational opportunities to visitors. Aside from learning about the historic battle, visitors can walk, bird watch, picnic and relax. The Rosebud currently offers moderate upland game bird hunting and limited big game hunting. Access by vehicle is limited to one the main through-road, the road into the Kobold buildings site and the short “D” route that arises at the foot of Crooks Hill and west of the buffalo jump.



Visitors currently have access to a park brochure for a self-guided tour of the site or they can utilize a commercial guide who operates under a FWP permit.

The minimal impact on the landscape over the past two hundred years increases the Park’s aesthetic value. Sweeping short-grass prairies cover the vast lands, viable for ranching. Undulating topography provides visual interest and was a key tactical feature in the Battle of the Rosebud. Rosebud Creek supports riparian species of herbaceous and woody plant species. The wind-swept rock formations expose the history of time and provided safety for prehistoric peoples.

Agricultural Values

The Park has been used to graze cattle on a rest/rotation cycle as an aid to maintaining plant health and vigor. Grazing also assists in wild fire control by removing volatile fuels that pose fire risks. By allowing grazing on park lands, this provides a valuable grazing opportunity for local ranchers. Controlling weeds on public lands is an ongoing challenge to maintain high quality grasslands for both domestic and wild animals.

Threats to Rosebud Battlefield

The 1998 Montana State Park System Plan, Vision 2020, lists several threats to the Rosebud Battlefield, including:

- Lack of a management and/or development plan to effectively respond to public and commercial demands.
- Inclusion of a portion of the park in the exterior boundary of the Crow Reservation. The “107th Meridian Settlement” retained surface ownership for the Department for that portion of the park but transferred Federally-owned mineral rights to the Crow Tribe.
- Increasing commercial pressure.
- Changing attitudes of neighboring landowners toward the park and public programs.
- Vandalism and illegal artifact collection.
- Portions of the actual battlefield are not located within current Park boundaries.

The management plan attempts to address these threats and provide strategies to protect the values of this park for public use and education in perpetuity.

Mineral and Energy Development

The most immediate threat to Rosebud Battlefield State Park is the prospect of Coal Bed Methane (CBM) exploration, development and extraction. CBM extraction includes the operation in which water wells are drilled into underground coal seams, the water associated with this seam is pumped to the surface, allowing the methane gas to be extracted. Usually the water is very saline and is not capable of being used for irrigation or meeting water quality standards. The field development also includes road construction to and from installations, pipelines, compressor stations, gas storage facilities, power lines, separators and the dumping of wastewater from the process.

One common occurrence in the West is a “split estate” in which the surface of a parcel of land is owned by one person, but the mineral and oil and gas rights below are owned by another. In such a case the rights of the owner of the mineral and oil and gas rights supersede those of the owner of the surface rights. Montana FWP does not own any mineral or oil and gas rights under the State Park lands. Most of the minerals under the Park are held privately.

The remaining minerals are held by the Bureau of Land Management (BLM) or by the Bureau of Indian Affairs (BIA) in trust for the Crow Tribe. The federal rights were leased out in 1998 to three different companies². The leases were originally valid until

² These leases include a requirement of No Surface Occupancy. Additional review of all oil and gas leases, to include private rights, indicates the same companies hold all the rights under Rosebud. In all probability, waivers of standards (one well per 80 acres) can be made to allow clustering of wells to exploit the Federal leases. It is unclear at this time, if the review process under NHPA was under taken before the letting of the Federal Rights.

2008 until a moratorium was placed, which extended the deadline. In 1988, the Department requested that the BLM withdraw all federal mineral rights within the Battlefield. BLM acknowledged the receipt of the request. There is no evidence that these rights were ever withdrawn.

A settlement over the correct placement of the 107th Meridian placed some of the acreage owned by FWP inside the exterior boundary of the Crow Reservation. Also, federal mineral rights associated with that land were transferred to the Crow tribe. In 2002, the Crow tribe decided to develop Coal Bed Methane resources within the exterior boundary of the Reservation, contrary to the moratorium then in effect within the State of Montana. While requests have been received by the Department for access across the Park to these and other lands by development companies, no permission has been given to date. In addition these companies were unable to secure access across neighboring land to reach the park.

The State of Montana placed a moratorium on the development of Coal Bed Methane Natural Gas (CBM) until the completion of an Environmental Impact Statement (EIS) by the BLM on federal oil and gas leases. This EIS was released for further comment on January 19, 2003. A Record of Decision (ROD) was signed by the BLM and Montana Board of Oil and Gas in April of 2003. However, the decision was opposed in court which resulted in requiring the BLM to complete a supplemental EIS considering other alternatives. The public comment period for the supplemental EIS ended in May 2007.

The threat of CBM development on the public values of Rosebud Battlefield State Park is immediate and needs to be addressed by FWP. The designation as a State Park initiates protection, as does the listing on the National Registry of Historic Places and the restrictions in place because Land and Water Conservation Funds were used in the park.

Unregulated Commercial Use

Several commercial tour guide operations include the Rosebud Battlefield State Park in their itineraries (Stewart, 2002). However, not all commercial operators have obtained the required permits from FWP to legally guide in the Park. The continued increase of unmonitored commercial ventures into the park presents a threat to the unprotected archeological assets in the park.

Public Access

The current access to the park from Highway 314 crosses private land. FWP currently has only a verbal agreement for public use of the access into the Park. However, the access could change as the Park's visitation evolves or if land ownership changes. The landowner has denied access across the property to a CBM company wishing to explore and develop minerals to the west of the Park.

Battlefield Sites on Private Land

Several sites relating to the Battle of the Rosebud are not included within the boundaries of the State Park. Existing land owners have been vital in the conservation of these key battle sites. However, land ownership changes or other circumstances could affect these areas and the results could be a major loss to the battlefield heritage. Discussions with these land owners to explore cooperative and protective measures such as land acquisition or conservation easements may be helpful to ensure long-term protection of nationally significant battlefield sites.

Plan Goals and Methodology

Plan Development

The overall goal for the development of this management plan was to more comprehensively acquire public input to identify issues impacting Rosebud Battlefield State Park and develop strategies to effectively manage those issues.

In order to objectively develop this input, Fish, Wildlife and Parks hired consultant, Peaks to Plains Design PC, to facilitate the management plan process. The following were the goals of the consultant's role:

- Effectively build trust among stakeholders and ensure that all concerns are considered.
- Ensure that stakeholders have ownership in the process and in the final recommendations.
- Implement an objective planning process that makes recommendations to FWP.
- Collaboratively determine ways to manage major issues at the park, such as: cultural and resource preservation, site development, access, mineral rights development, natural resources, interpretation, historical and archeological preservation, agricultural use and recreational use.
- Identify actions and corresponding timelines to address issues.
- Develop a master site plan including various zones identifying acceptable levels of development throughout the park and/or primary uses.
- Complete the management plan by January 2008.

Methodology

Public input to the management plan was organized in several venues. People had the opportunity to attend public meetings, participate in committee meetings, provide input through focus groups and provide comments through the FWP website. In addition, this document will be subjected to a formal public review period. All public comments will be reviewed and a revised plan will be submitted to FWP for their internal review and approval. The public will be notified of the final plan adopted.

Volunteer Advisory Committee

A group representing a cross section of stakeholders interested in Rosebud Battlefield State Park was compiled to form the Rosebud Battlefield State Park Volunteer Advisory Committee (VAC). The purpose of the committee was to help FWP identify

issues and trends, formulate management recommendations considering a balanced perspective that works for the good of Rosebud Battlefield State Park. The VAC was considered an advisory group and not a decision-making body. Committee meetings were conducted by the consultant and were open to public observation.

The VAC members were selected by FWP and were based upon some or all of the following criteria:

- Willingness to participate in a comprehensive approach (not single issue),
- Willingness to work towards consensus on controversial issues,
- Able to make adequate time commitment towards completion of the project,
- Contributes to a diverse committee,
- Limiting the committee size to a manageable group.

The following interests were considered to represent a wide range of issues:

- Park neighbor,
- Tribal affiliation,
- Member of a regional tourism organization or commercial operation,
- Historian with military emphasis,
- Education and interpretation background,
- Local government representative such as a County Commissioner or State Legislator,
- Natural resource and minerals interest,
- Regional history interest, such as County Historical Commission, Frontier Heritage Association, Fort Phil Kearney, Bozeman Trail, Little Bighorn Battlefield,
- State history perspective/Archeology/Ethnographer,
- Membership or affiliation with a frequent park user group,
- Membership with a group or organization who has been involved with or expressed an interest in management activities,
- Member of a regional park and recreation agency.



The committee met eight times to draft the main components of this plan. Meetings were held in various locations within 2 hours of the Park. Meeting minutes are available by request or on FWP's website.

Town Hall Meetings

Three town hall meetings were held throughout the plan development process. The first meeting was held in Sheridan, Wyoming in December 2006. The outcomes of that meeting were to inform the public about the purpose and current status of the process, inform the public of current activities occurring in and around the Park and to solicit what participants see as the opportunities, trends and challenges facing the future

of the Park. Earlier in the day, FWP staff conducted a guided tour of the park, in which many members of the public were in attendance.



The second town hall meeting was held in Lame Deer, Montana, in July 2007, about mid-way through the plan development. The goals of the second meeting were to inform the public about the current status and activities of the plan process, to present the elements of the draft management plan and to solicit public suggestions, comments and questions on the recommendations that had been developed to that date.

The third town hall meeting was held in Hardin, Montana, in October 2007, to begin the formal public review period. The goals of the third meeting were to inform the public of the process for the plan and the recommendations set forth in the draft management plan.

Focus Groups

Three focus groups were conducted during the management plan process. The questions presented to the focus groups were developed with input from the Volunteer Advisory Committee. The first focus group included adjacent property owners near the site. The second focus group included representatives from the tourism industry. The third focus group solicited input from members of various Sioux Tribes whose geographic disposition made it difficult to participate in the other planning process meetings. The input from the third focus group was collected in October and the VAC will consider that input when revising the draft plan in December.

Surveys

One web-based survey was conducted early in the process. Even with the effort of alerting the public to this survey through press releases, emails and a postcard announcement, it generated less than 20 responses. Nonetheless, data from those responses were presented to the VAC for their review.

Other Comment Opportunities

Members of the public could comment during every stage of the process. Comments were collected through documented telephone calls, email correspondence and a web feedback form on FWP's website. These comments were collated and presented to the VAC for their review on a regular basis.

Topic Statements, Goals and Objectives

Seven areas of concern and interest

Each area of management concern begins with a topic statement that defines its present situation and acknowledgement of areas of improvement. Each area is defined with goals that have been developed through the process. The goals marked with an asterisk (*) indicate those that the VAC indicated should be of priority implementation. The remaining goals are not necessarily in priority order. Each goal contains a series of objectives that are important steps to achieving that goal. Each area has been reviewed by the VAC with feedback from the public to ensure that each goal will contribute to the mission and vision of Rosebud Battlefield State Park.

Implementation of the plan will be dependent upon many factors including future research, funding, staffing, environmental impacts and partnerships. Implementation of some of these recommendations can progress simultaneously, while others will be dependent on other prerequisites. When implementing components of the plan, an environmental assessment (EA) will be conducted according to Montana Code. FWP will work with the public to develop appropriate alternatives such as trail plans and interpretation. During the environmental assessment process, a public review period is required. Through the EA process, the public will have the opportunity to review more finalized details and provide additional comment into the changes that will form Rosebud Battlefield State Park.

It is the desire of FWP that through the implementation of this management plan, additional correspondence with the public and interested stakeholders will further the understanding of the opportunities and constraints when managing a cultural park.

#1 Cultural and Historic Resources

Topic Statement

Rosebud Battlefield State Park is rich in cultural and historic resources. The Battlefield is unique in the nation because its lands are reminiscent of the 19th Century state due to the lack of development within the Park and on surrounding lands. The Rosebud's current condition reflects its sense of place in time that only a few other major battle sites in the country can rival. Archaeological, historic and ethnographic resources in the Park are not fully defined and need to be researched and protected. The Montana Preservation Alliance has reviewed the battlefield's cultural resources, compiled existing

information and provided recommendations for protecting the cultural resources in and around the park. The battlefield, including the park, is a potential National Historic Landmark.

*Goal 1: Pursue federal recognition of significance.

- Objective 1a: Encourage the National Park Service to complete the designation of the Rosebud Battlefield as a National Historic Landmark (NHL). FWP to write a letter to National Park Service requesting them to reconsider the nomination submitted in 2005.
- Objective 1b: Coordinate with Montana National Park Service representative, SHPO, tribes and interested landowners to pursue additional support for designation and documentation of public comments to date.
- Objective 1c: Evaluate individual sites, such as the buffalo jump and rock art site, for National Register eligibility and nominate those found to be eligible for listing.
- Objective 1d: Evaluate traditional cultural properties for National Register eligibility.

*Goal 2: Stabilize and maintain historic structures located in the Park.

- Objective 2a: Stabilize, maintain and continue the adaptive reuse of historic structures associated with the Kobold Homestead.

Goal 3: Conduct additional archaeological studies and report findings in a timely manner and approved format to the Montana State Historic Preservation Office (SHPO).

- Objective 3a: Secure funding and/or partnerships with institutions as well as state, tribal and federal agencies. (Bureau of Land Management (BLM) has a cultural resource specialist on staff at the Billings Curation Center.)
- Objective 3b: Conduct additional archaeological surveys to identify and record undocumented archaeological sites that may have been overlooked during the 1981 survey due to dense vegetative groundcover as well as sites that have since been exposed due to natural erosion or other activities.
- Objective 3c: Perform more in-depth research on archaeological sites and artifacts by utilizing new technology (i.e. digital imaging and modeling, GIS analysis and remote sensing) and incorporating more extensive historical and ethnographic contexts.
- Objective 3d: Educate FWP staff on state and federal antiquities laws and regulations governing the protection and preservation of archaeological resources on public lands.
- Objective 3e: Implement a program to regularly monitor the integrity and condition of archaeological resources with priority given to those having noteworthy significance and/or greater vulnerability to adverse impacts.

Goal 4: Complete a cultural and historical resource overview and assessment of existing and known collections.

- Objective 4a: Coordinate with the Montana SHPO to compile a computerized inventory and database of known cultural resources, private collections and public repositories.
- Objective 4b: Coordinate with educational institutions to partner on conducting research and surveys.
- Objective 4c: Negotiate the donation, long-term loan or purchase of artifacts now in private collections and public repositories in order to build the Park's holdings and to support the Park's interpretative goals.
- Objective 4d: Secure a safe location for the storage of information and collected artifacts.
- Objective 4e: Explore partnerships to help secure funding for completing the research of unknown and to maintain known collections.

Goal 5: Develop an ethnographic overview of the Park to document the diverse cultural perspectives and associations to the Park.

- Objective 5a: Solicit perspectives from the multiple tribes who have not only played a role in the Battle, but who historically used the immediate area.
- Objective 5b: Document histories of military soldiers who fought in the war through interviews with their families and decedents.
- Objective 5c: Research and document local homesteading families' histories, especially of the Kobold and Kolmar families.
- Objective 5d: Incorporate the subtopic of "women warriors" and their influence on the Battle into the interpretative texts.
- Objective 5e: Consult with cultural representatives and tribal historic preservation officers to develop and implement a plan to document, manage and define a protocol for mitigating adverse impacts to traditional cultural properties.

Goal 6: Evaluate the most appropriate location(s) for an archive, artifact repository and a permanent exhibit.

- Objective 6a: Establish a location for an archive containing archaeological, historical and ethnographic research, published and unpublished materials, maps, photographs and other relevant documents and media.
- Objective 6b: Consult with the Montana SHPO, BLM's Billings Curation Center and other cultural resource/museum specialists to design an artifact repository.
- Objective 6c: Consult with the Montana SHPO, BLM's Billings Curation Center and other cultural resource/museum specialists to develop a system to catalog, preserve and protect artifacts held in the repository.
- Objective 6d: Design and construct a permanent exhibit at the new visitor center that integrates the public display of artifacts with the Park's vision for inclusive interpretation of the site.

Goal 7: Ensure respectful treatment of human remains.

- Objective 7a: Protect and preserve known burials.
 - Objective 7b: Develop an agreement that outlines the treatment and final disposition of human remains and any burial materials found in the Park with Montana's Burial Preservation Board in accordance with the Montana Human Skeletal Remains and Burial Site Protection Act and the Montana Repatriation Act.
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#2 Recreation Management

Topic Statement

The Park is open to recreation such as hunting upland birds and deer during Fish, Wildlife and Parks Commission established seasons, as well as hiking, wildlife viewing, horseback riding, day visits, religious ceremonies, and educational and historic tours. Other recreational pursuits need to be evaluated against guidelines for their impacts to the resources of the Park and whether or not they should be allowed. An analysis of pedestrian, vehicular and equine circulation systems will assist in the protection of the Park's critical resources and minimize impact to visitors' experiences.

*Goal 1: Continue existing day-use policy for the Park.

- Objective 1a: Develop a policy for special events that takes into account the parameters such as public and participant safety and health, limits of human and natural resources and associated impacts to the Park's resources with mitigating strategies. This policy may preclude certain activities or events due to the impacts to the park's resources and visitors.
- Objective 1b: Special events shall be accommodated equitably if the event is consistent with the vision, management goals and policies of the Division and the Park.

*Goal 2: Develop guidelines for use in evaluating the impacts of existing or proposed recreational activities in the Park.

- Objective 2a: Identify mitigation strategies to the impacts of recreational activities and related visitor services. (e.g., overcrowding or overuse, trash, fire danger, off road use, dust, noise and air pollution, damage to flora and fauna).

Goal 3: Prepare a trail plan that minimizes conflicts among users and limits impacts to park resources.

- Objective 3a: Determine types of use to be allowed for trails in the park including foot, equestrian and non-motorized transportation.
 - Objective 3b: Locate trails, routes or ways for visitors to view significant sites, resource attributes and destination points with minimal disturbance of the natural, historic and cultural resources throughout the park.
 - Objective 3c: Ensure that people of all abilities have reasonable access to significant areas within the Park.
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- Objective 3d: Perform a reevaluation of the trail network every 5 years.

Goal 4: To enforce policies and regulations, institute a coordinating committee of neighbors and area law enforcement to protect visitors, staff and resources.

- Objective 4a: Discuss park operations and concerns with FWP staff and appropriate law enforcement such as: Bighorn County Sheriff, Bureau of Indian Affairs and the Montana Highway Patrol to develop a coordination plan for incident occurrence and strategies to patrol the site.
- Objective 4b: Discuss park operations with neighbors and provide mutual contact lists when irregular behavior is observed (a “Neighborhood Watch” philosophy).

Goal 5: Develop a hunting policy that successfully integrates that activity with the other multiple uses of the Park.

- Objective 5a: Coordinate with wardens, area biologists, and landowners to manage hunting in the park with consideration to types of weapons and to its impact on area wildlife populations, visitor access, and historic and cultural sites.
 - Objective 5b: During established hunting seasons, use signs to alert visitors and manage livestock grazing rotations to maximize hunting opportunities and minimize livestock/hunter conflicts.
-

#3 Natural Resource Management

Topic Statement

Natural resources in the park must be actively managed to ensure balanced stewardship and healthy ecosystems into the future. Range management and energy development are key areas that need to be addressed for these goals and objectives.

Range Management

Economically feasible and culturally acceptable strategies need to be developed to manage the range condition and restore native vegetation. Chronic establishments of noxious weeds need to be routinely monitored and controlled. The risk of wildfire is of great concern to adjacent landowners and artifact protection. Grazing of domestic livestock can be a means of range and fire management; however, lack of water resources is a major deterrent in using this management strategy. Maintaining fences, gates, visitor interactions and maintaining stream ecology adds to the cost and considerations associated with livestock grazing in the park. Stream bank erosion, artifact exposure and site degradation become important management issues.

Energy Development

Energy development is of imminent concern to the Park and management of its resources. There is a general interest to consider alternatives to development; however,

there is recognition of the rights and financial interests of mineral rights holders. Critical battle areas and view sheds outside of Park boundaries are of great concern as well.

*Goal 1: Work with mineral rights owners to find mutually agreeable compensation for mineral values that minimizes or eliminates mineral development within the Park.

- Objective 1a: Explore options to eliminate possible mineral development under the park including acquiring mineral rights by lease, fee, trade or conservation easements to fairly compensate mineral owners.
- Objective 1b: Research how mineral development in the surrounding area can affect the Park's water rights.
- Objective 1c: Research how mineral development in the surrounding area can affect a National Historic Landmark designation.
- Objective 1d: Ascertain value of all minerals (coal-bed methane, oil, coal) under the park with as little impact to the surface as possible.
- Objective 1e: Provide input to Bureau of Land Management (BLM) Resource Management Plans on energy development in the area; coordinate with the State Historic Preservation Office and Tribes to ensure cultural resources are adequately considered by BLM and Montana Department of Natural Resources (DNRC) when permitting mineral development.
- Objective 1f: In the event that the elimination of mineral development in or under the park is unfeasible, prepare an energy development plan that minimally impacts the resources in the Park or identifies acceptable mineral development methods in the event minerals are developed within the Park. Coordinate with adjacent property owners to have them consider applying this plan to areas within the Battlefield view shed.

*Goal 2: Develop a holistic vegetation management plan that considers grazing by a variety of animal species, water resources, weed control, wildfire and prescribed fire, cultural resource protection, visitor use, costs versus benefits and means of oversight.

- Objective 2a: Reinstate the leasing of grazing with a rest and rotation cycle until an overall vegetation plan is developed.
- Objective 2b: Control noxious weeds, including coordinating weed management with the County and with neighboring landowners. Remediation strategies can include prescribed burning, grazing, bio-controls, and chemical mitigation.
- Objective 2c: Without compromising the Park's resources (archaeological, views, etc.), develop the water resources as necessary to implement the vegetation management plan.

Goal 3: Maintain and improve fences and gates throughout the Park.

- Objective 3a: Work with neighbors to coordinate protection and access to existing facilities as appropriate for ranching needs, including motorized vehicles and equestrian traffic.
- Objective 3b: As a part of grazing lease agreements, incorporate language about fence maintenance.
- Objective 3c: Protect the neighbor's existing irrigation head gates and other related infrastructure that is located within the Park boundary that affects users on adjacent lands.

Goal 4: Develop a fire management plan that outlines clear strategies and actions in the event of a fire in the park.

- Objective 4a: Include adjacent property owners and governmental agencies in the development of the plan.
- Objective 4b: Address reclamation strategies after a fire in the plan.
- Objective 4c: Include means of protecting cultural and archeological resources to wildfire exposure in the development of the plan.
- Objective 4d: Explore options to house fire suppression equipment on site for community use.
- Objective 4e: Due to the lack of immediate facilities, human resources and remoteness of the Park making fire suppression support difficult, prohibit open fires at the Park.

Goal 5: In order to protect the cultural resources, meet with land and subsurface owners to gauge the interest and feasibility of protecting periphery lands that support the mission of the Park.

- Objective 5a: Develop partnerships with periphery land owners for purposes of developing strategies for mitigating or eliminating impacts to cultural resources important to the Park's mission and vision.
- Objective 5b: Evaluate the feasibility of acquisition of periphery lands and mineral estates through conservation easements, fees, donations or exchanges.

#4 Interpretation and Education

Topic Statement

An educational and interpretive plan for Rosebud Battlefield State Park will tell the evolving story of the Park with cultural sensitivity and from multiple perspectives. Archeological and battlefield research will be an integral part of the education of the Park's natural and cultural resources. The interpretative and educational message will include the prehistoric, historic and modern time periods.

Interpretation and education are best presented in a centralized location that displays maps, photos and other interpretative materials including distribution of brochures and a place for staff to interact with visitors. Appropriate interpretive signage and opportunities for providing virtual or self-guided tours are also necessary. In order to maintain the pristine nature of the park, visitor facilities need to be placed in locations that do not impact the ambience and view shed of the area.

Educational institutions could use the Park to teach students and visitors about the historic events of the park. These events could include partnering with colleges to host educational programs. Greater understanding of tribal protocol and respectful observance to all peoples involved in the battle, past and present, should be part of the education and interpretation plan as well as a reverence for the spirituality inherent in a battle site.

*Goal 1: Provide an immediate interim interpretative message until a comprehensive interpretive and educational plan is adopted.

- Objective 1a: Review the existing brochure and revise it for any historical inaccuracies. Utilize this brochure as one element of interpretative media during the interim period.
- Objective 1b: Identify ways to cost-effectively present an interim interpretive message that might include display panels and self-guided tours.

*Goal 2: Develop a comprehensive interpretive plan using professional input and in cooperation with the various stakeholders.

- Objective 2a: Create an advisory group with interpretive planning expertise to help define and carry out this task. This group shall include military, agency, tribal and historical expertise at a minimum.
- Objective 2b: Work with knowledgeable groups and individuals to offer a variety of programming at the park. Consider these topics: interpretation of events on certain significant dates in park history; interpretation from different cultures and eras involved in park history; interpretation on biological and geological sciences relating to the park; and traditional and current uses of flora and fauna in the area.
- Objective 2c: Ensure subject matter includes both individual stories as well as the larger, relevant cultural and historic concepts.

Goal 3: Focus on creating quality visitor experiences and improved understanding while balancing the quantity of visitors.

- Objective 3a: Develop self-guided, audio tours of the site for first time and repeat visitors that allow visitors to educate themselves about past and present occupants (ancestral, spiritual and contemporary) who have been a part of the Rosebud. Provide interpretive pamphlets to complement the tour.

- Objective 3b: Provide interpretive personnel should visitation numbers warrant that service during certain seasons of the year. Or coordinate with other volunteer groups to provide this service for special events.
- Objective 3c: Allow opportunities for education of younger generations and for spiritual appeasement to honor ancestors.
- Objective 3d: Replace and update current interpretive signage. Consider climate conditions when developing new signs. Set up limited peep sites and interpretive panels throughout the park in carefully chosen areas to limit impact on views.
- Objective 3e: Develop a centralized visitor orientation point, either within the park or in the immediate vicinity, as an easily identifiable place for interpretation on the primary, secondary and tertiary messages about the entire Park.
- Objective 3f: Provide on-site markers that clearly identify important locations of the Battle within the park to improve visitor's awareness of the location of key events of the Battle. Markers shall be easily identifiable, but not obtrusive and be keyed to a self-guided tour and assist in orientation.
- Objective 3g: Complement site markers with written materials, maps as well as audio or other media to provide more in depth interpretation of the battle, prehistoric and historic events. Consider interpretative media successfully used at other historical parks.

Goal 4: In the comprehensive plan, identify a three-level hierarchy of messages that includes pre and post battle information and which organizes the interpretative and educational themes accordingly.

- Objective 4a: The primary message of the Park's interpretation and education will be to provide a greater context of those events that led to the 1876 campaign and the results of the war. Perspectives of the various tribes and other stakeholders involved in this era will be identified through stories and studies.
- Objective 4b: Secondary messages will highlight the consequences of the battle era on Native American culture, economics, health, and tribal structure and homesteaders.
- Objective 4c: Tertiary messages will include other key supporting topics such as pre-history, flora and fauna, geology, mineral developments, etc.

Goal 5: In the comprehensive plan, interpret a variety of accurate stories and histories from key stakeholders with the intent to tell all perspectives.

- Objective 5a: Include information that interprets the story of the site before, during and after the Battle of the Rosebud.
- Objective 5b: Ensure that the language used to describe the events accounts for the varied battle titles bestowed on the site by different cultures.
- Objective 5c: Incorporate personal stories of the U.S. military personnel and Native American warriors involved in the battle including demographic information and cultural and historical facts of the era.

- Objective 5d: Interpretation will be conducted in a professional manner and will not denigrate cultures. Interpreters will be trained and expected to conduct their message in the appropriate manner.

Goal 6: In the comprehensive plan, pursue and document pre and post battle Tribal perspectives and influence for use and interpretation.

- Objective 6a: Develop relationships between FWP and tribal authorities and elders to collect, portray and interpret stories about the park from those cultures.
 - Objective 6b: Solicit tribal perspectives from the multiple tribes who have not only played a role in the Battle, but who also use the site.
 - Objective 6c: Incorporate the subtopic of “women warriors” and their influence of the Battle into the interpretative texts.
 - Objective 6d: Continue to maintain relationships with Tribal members with regards to the ongoing activities and developments in the Park.
 - Objective 6e: Develop memorandum of agreements between FWP and individual tribes to accommodate access to and ceremonial use of sacred sites within the Park.
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#5 Visitor Services and Facilities

Topic Statement

Facilities at the Park are minimal and aging and currently located at the park entrance. One vault latrine and a few picnic tables serve the entire 3,052 acres. The Kobold homestead currently serves as interim housing for park staff. Because current interpretative information is minimal and park staff levels are low, visitors often become confused and rely on adjacent property owners for information. At present, the orientation area is at a low elevation point in the park, which makes it difficult for visitors to understand the site’s history because of reduced visibility. As a result, visitors must have prior knowledge of the park’s history to fully realize the stories to be told at the Park. In addition, visitors have no reliable way to contact Park staff when they are at the site. A seasonal park office is currently based out of Tongue River Reservoir State Park, approximately 10 miles from Rosebud. A staffed park office at Rosebud Battlefield State Park is needed to provide consistent visitor services and park management.

Current vehicular access to get to the park traverses a private road. FWP has a verbal agreement for use of the road to the Park. Once inside the Park, some roads may need to be improved to accommodate visitor use. The VAC is still seeking consensus on a route for vehicular access. The VAC has identified Van Vliet’s Ridge (at the south end of the Park) as a good location for visitor access, orientation and interpretation due to its elevation and proximity to the battlefield. This location would also allow for expansion should an interpretive center or staff office be warranted in the future. Based upon feedback from the VAC, FWP would pursue the feasibility of a new

entrance road from Highway 314 to Van Vliet's Ridge, and connecting route to the Kobold homestead area and existing vehicle routes (see Proposed Park Use Areas map, Appendix B). If feasible and successful, the new access route would eliminate existing public access across private land.

*Goal 1: Develop an area for visitor orientation that is intended to meet the short-term needs until an interpretive site is built.

- Objective 1a: Provide interpretive information as a short-term solution to visitor orientation and educational facilities.
- Objective 1b: This area should provide basic sanitation facilities and shade protection.
- Objective 1c: The Kobold homestead will to be used for conducting staff work, greeting and communicating with visitors, developing partnerships, storing equipment, etc. In the future, a strategic assessment should be made to determine whether this area could be expanded to accommodate these uses or relocated.

*Goal 2: Identify and secure legal and permanent public access to get into the Park via a route from the southeast.

- Objective 2a: Work with adjacent landowners to determine feasibility of acquiring mutually acceptable, permanent public access from Highway 314 to the park. Consider cost, future visitation and road development, neighboring impacts, ability to secure and monitor access and protection of park resources.

Goal 3: Develop an interpretative site (i.e open-air facility with a small restroom) for visitors.

- Objective 3a: Evaluate the feasibility of Van Vliet's Ridge for initial visitor contact in the Park. Ensure that the location selected has ample area for future expansion of a traditional interpretative center when warranted.
- Objective 3b: Ensure there are adequate restroom facilities for visitors, complying with Federal and State guidelines.
- Objective 3c: Provide a facility that attracts the majority of visitors, thus leaving the core of the park in more of a preservation state.
- Objective 3d: Provide an area that would be suitable for special events, that is able to accommodate the impacts from such events. Special events could include weddings, family reunions, educational groups, ceremonial activities, etc.

Goal 4: Inside the park, provide limited but formal accessibility to destination sites.

- Objective 4a: Identify an automobile route which will accommodate the highest level of concentrated visitors thereby lessening impacts to sensitive areas and which would connect to the Kobold homestead and to currently existing roads.

- Objective 4b: Utilize dust abatement methods to gravel roads as needed to minimize dust near residences and primary visitor use areas.
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#6 Financial and Human Resources

Topic Statement

Cultural resource conservation sites, such as the Rosebud, take a high level of funding to maintain historic facilities and landscapes, yet often do not generate a great deal of financial support. Current staffing is mostly appropriated toward on-the-ground maintenance and activities. As a state park, facilities must be provided for visitors and staff is necessary to provide services. Whenever improvements are implemented, additional financial and human resources will be necessary to attain the goals outlined in this plan.

*Goal 1: Utilize partnerships with other agencies, institutions, businesses and attractions to assist in staffing needs at the Park.

- Objective 1a: Collaborate with National Park Service and others to share staff and provide interpretive programs at the park.
- Objective 1b: Develop partnerships with regional businesses, parks, and museums to promote area sites and educate visitors to the region.
- Objective 1c: Pursue partnership commitment with educational institutions or “friends” groups to provide research and interpretation within the park.

*Goal 2: Implement a staffing strategy that will improve the quality of the visitor experience and ensure park resources are maintained.

- Objective 2a: Outline a staffing plan to implement the strategic management plan.
- Objective 2b: Improve quality of visitor experience by offering interpretation and access to park staff for safety, regulations and fee compliance.
- Objective 2c: Improve park maintenance including: repairing and replacing signing and facilities, road grading, fencing, mowing, litter pick-up and trail maintenance.
- Objective 2d: Develop relationships with local and distant tribes and military education branches who participated in the battle.
- Objective 2e: Conduct a series of bi-annual meetings with tribal nations and other stakeholders to discuss progress and implementation of the plan and to build relationships.

*Goal 3: Seek ways to generate park income and fund special projects.

- Objective 3a: Seek Legislative approval for capital improvement funds to develop visitor and interpretative facilities as well as staff and maintenance facilities.
 - Objective 3b: Consistently implement FWP fee rule (MCA 23-1-105 and 61-3-321) and commercial use rules requiring fees for groups of 30 or more.
 - Objective 3c: Seek funding and expertise to complete specific, one-time projects at the park. (Two suggestions: conducting a cultural resource survey to locate items from the battle with the intent of improved understanding of the battle and developing a holistic vegetation management plan).
 - Objective 3d: Work with educational institutions, non-profit organizations and the U.S. military to cost-share collaborative projects, such as archeological, cultural, environmental and ethnographic research.
 - Objective 3e: Set up a mechanism to accept donations to the park for improvements. Donations may be collected on site or through a separate foundation.
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#7 Park Promotion and Visitation

Topic Statement

Rosebud Battlefield State Park is a cultural and historic attraction complementing and benefiting other related attractions. Public awareness and target audiences could be expanded as long as a balance is found that allows the site to be shared while conserving the uniqueness of its inherent solitude, natural resources and historic integrity. Visitors cite their desired experiences at the Park as including solitude; a spiritual connection; education; a place to share family, cultural and historical stories; and recreational opportunities such as hunting, hiking and horseback riding.

Promotion of the park should be to target audiences who are interested in the unique recreational, cultural and historic aspects of the park. The following users (target audiences) have been identified as frequent visitors to the Park: authors, educators, historians/history buffs, Native Americans, nature enthusiasts, neighboring landowners/native Montanans, ranchers, recreationists, researchers/scientists, seekers of spiritual experience, tourists and tourism entrepreneurs, and the U.S. Military. Partnerships should be encouraged with other historic, cultural and recreational organizations to tell stories of the park at locations other than the battlefield itself to help preserve the inherent solitude and historic integrity for which the site is currently noted.

*Goal 1: Continually evaluate promotional efforts to assure that the park's visitation is not exceeding site, staff and the carrying capacity of the park's resources.

- Objective 1a: Establish a budget and stable, diversified funding sources (e.g., business sponsors, advertisers, and other state/federal funding) for park promotion.
- Objective 1b: Work with tourism officials to evaluate the effectiveness of promotional efforts in comparison with the use and resultant impacts to the Park.
- Objective 1c: Conduct a statistically valid survey to gauge potential visitor attitudes toward improvements that, if implemented, would influence their use of the site.

*Goal 2: Seek out partnerships and cooperate with other interested attractions, counties, clubs, museums and corporations to promote the park.

- Objective 2a: Utilize existing organizations, tribal offices and businesses to help promote the park to target audiences (e.g., historians, tourists, schools & college, U.S. Military, tour groups, documentary filmmakers, foreign travelers, and tribes). Such organizations may include local Chambers of Commerce, other battle sites, museums, motels, restaurants, airports, other visitor centers, travel agents, tour groups, writers' conferences and state government conferences.
- Objective 2b: Work with businesses to promote the park on their websites, programming and brochure racks. Place updated brochures at locations with similar historic value and interests.

Goal 3: Promote the uniqueness of the park to attract visitors.

- Objective 3a: Develop marketing strategies to target both first-time and return visitors, as well as individuals, groups and tours.

APPENDIX

Orientation Map

Proposed Park Use Areas